

A. LAND USE AND PLANNING POLICY

This section describes existing land uses within the Plan Area as well as the surrounding area, describes the existing planning regulatory context, identifies potential land use impacts that would result from implementation of the Draft Specific Plan, and recommends mitigation measures, where appropriate. This section also evaluates the Draft Specific Plan's consistency with applicable planning policies. While this section contains a discussion of the consistency of the proposed project with relevant land use policies, policy conflicts do not, in and of themselves, constitute a significant environmental impact. Policy conflicts are considered to be environmental impacts only when they would result in direct *physical* impacts. Therefore, land use policies are discussed in this section for informational purposes only. All other associated physical impacts are discussed in this EIR in specific topical sections, such as noise, air quality, and transportation and circulation.

1. Setting

This section discusses existing land uses in and around the Plan Area, relevant planning documents, and zoning regulations. Land uses at and adjacent to the Plan Area are generally identified in the aerial photo provided in Figure IV.A-1. Photographs of the site and surrounding area are provided throughout this section as Photos IV.A-1 through IV.A-8. These photos correspond to the viewpoint locations (1 through 8) noted on Figure IV.A-1. Views of the site can also be found in Section IV.J, Visual Resources, of this EIR.

a. Existing Conditions and Land Uses within the Plan Area. The Plan Area consists of approximately 50 acres of developed land within the former Benicia Arsenal. As described in Chapter III, the Plan Area is divided into four distinct zones, each of which exhibits a unique physical character, as described below.

(1) Jefferson Ridge/Officers' Row Zone.

This zone encompasses the area north of Adams Street and includes a large portion of National Register District C as it was originally listed in 1975. Roadways within this zone include Jefferson and Washington Streets. The western portion of Jefferson Street is characterized by a row of single-family residences. Further east of these residences are several historic mansions, including the Duplex Officers' Quarters, the Lieutenants' Quarters (known as the Jefferson Street Mansion) and the Commanding Officer's Quarters. The Officers' Quarters and Commanding Officer's Quarters (shown in Photo IV.A-1) are currently vacant. The Jefferson Street Mansion is currently used as an event facility. Behind the Jefferson Street Mansion is a building which houses office uses. The Clocktower (see Photo IV.A-2) is located further east, at the end of Washington Street. Although the Clocktower is located outside of



Photo IV.A-1: Commanding Officer's Quarters

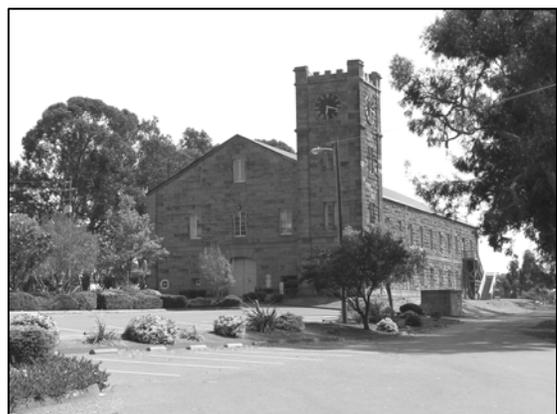


Photo IV.A-2: Arsenal Storehouse (Clocktower)

the area to be governed by the Draft Specific Plan, it is included in the Draft Specific Plan vision and is therefore considered part of the Plan Area, as evaluated in this EIR. A parking area and associated landscaping are located in front of the Clocktower. The undeveloped vacant land south of Jefferson Street includes a band of historic cork oak trees.

(2) Adams Street Zone. The Adams Street zone extends from the intersection of Park Road and Polk Street eastward to the intersection of Adams and Grant Streets. Adams Street forms the northern boundary while portions of Grant and Polk Streets and development within the Grant Street Zone form the southern boundary. The Adams Street zone is characterized by office and light industrial uses. Office uses are located within several older buildings including the former Administration Building and Guard House and several other buildings along the eastern portion of Adams Street. A series of light industrial properties are also located along the western portion of Adams Street; these include auto repair, sales, and retail shops. Photo IV.A-3 depicts the auto sales and repair stations along Adams Street. Adams Street provides the main access to the Port of Benicia to the east.



Photo IV.A-3: Adams Street auto service stations

(3) Grant Street Zone. The Grant Street area encompasses properties along both sides of Grant Street from the intersection of Hayes, Grant, and Polk Streets to the eastern end of Grant Street. The area is currently composed of a mix of buildings and uses oriented on a variety of lot sizes and shapes. Existing uses primarily include office and services uses. Office uses occupy a variety of older converted structures, including the former Command Post, as shown in Photo IV.A-4. A deli is also located in one of the office buildings.



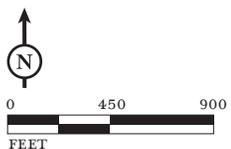
Photo IV.A-4: Command Post building

(4) South of Grant Zone. The area south of Grant Street includes the remaining area north of the Port. This zone is generally bordered by Military East and development south of Grant Street to the north and Lincoln and Tyler Streets to the south. Residential uses form the western boundary of this zone and the Port forms the eastern boundary. This area includes a mix of industrial, service, live-work, and artisan-related uses occupying a series of large footprint buildings. Jackson and Tyler Streets follow the alignments of old rail beds and thus many of the buildings are set on high plinths that facilitated loading and unloading onto rail cars. A public storage facility is located west of the intersection of Jackson and Lincoln Streets. Historic structures within this zone include the 1876 Blacksmith's Shop (shown in Photo IV.5) and the 1919 Storehouse (shown in Photo IV.A-6), which currently houses the Arts Benicia facility.



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FIGURE IV.A-1



-  PROJECT SITE
-  PHOTO LOCATIONS

Lower Arsenal Mixed Use Specific Plan EIR
 Aerial Photograph of Plan Area and
 Land Use Photo Location Map



Photo IV.A-5: Blacksmith's Shop



Photo IV.A-6: Storehouse

b. Existing Land Use within the Plan Area Vicinity. Land uses within the vicinity of the Plan Area are described below.

(1) North of the Plan Area. The western portion of the Plan Area is bordered to the north by medium to high-density apartment complexes, townhomes, and duplexes, shown in Photo IV.A-7. The eastern portion of the Plan Area is bordered to the north by general industrial uses, including an auction warehouse. These uses are bordered by I-780 to the north. Land uses north of I-780 consist of Port of Benicia (Port) operations, including outdoor auto storage. West of the Port uses are low-density residential uses. Lands farther northeast of the Plan Area consist of the I-680 and I-780 interchanges. The Southern Pacific Railroad tracks run in a north-south direction east of the I-680.



Photo IV.A-7: Residential uses to the northwest

(2) South and East of the Plan Area. The Plan Area is bordered to the south by outdoor auto storage and warehouses associated with the Port of Benicia. The docking area for cargo unloading is located immediately southeast of the Plan Area, near the intersection of Bayshore Road and Adams Street. Photo IV.A-8 shows a ship docked at the Port, along with one of the outdoor auto storage areas. The Carquinez Strait and Suisun Bay are located immediately south and east of the Port, respectively.



Photo IV.A-8: Port uses to the southeast

(3) **West of the Plan Area.** The area west of the Plan Area comprises a mostly residential neighborhood that extends into Downtown Benicia. The Plan Area is bordered to the west by high-density and single-family residential uses. Neighborhood parks/sports fields and schools are also located in this area. The Downtown is characterized by public/quasi-public, commercial, and mixed uses and consists of many historic buildings.

c. **Guiding Documents.** The San Francisco Bay Conservation and Development Commission's San Francisco Bay Plan, Benicia Waterfront Special Area Plan, and San Francisco Bay Area Seaport Plan do not directly apply to lands within the Plan Area. However, because they address nearby and adjacent properties they are addressed below for informational purposes. The main guiding documents for the Plan Area are the City of Benicia 1999 General Plan (General Plan), the Arsenal Historic Conservation Plan, and the City of Benicia Zoning Ordinance, also discussed below. The Form-Based Code in the Draft Specific Plan would supersede the City's Zoning Ordinance provisions for the Plan Area.

(1) **San Francisco Bay Conservation and Development Commission.** The San Francisco Bay Conservation and Development Commission (BCDC) is the federally-designated state coastal management agency for the San Francisco Bay segment of the California coastal zone. BCDC regulates development activities within its jurisdiction through several regulatory plans.

San Francisco Bay Plan.¹ The San Francisco Bay Plan (Bay Plan) is a policy tool that, under the provisions of the McAteer-Petris Act, allows BCDC to "exercise its authority to issue or deny permit applications for placing fill, extracting materials, or changing the use of any land, water, or structure within the area of its jurisdiction." BCDC's area of jurisdiction includes all of the San Francisco Bay, a shoreline band 100 feet from the water, and salt ponds, managed wetlands and certain waterways associated with the Bay. The Bay Plan stipulates: "Any public agency or private owner holding shoreline land is required to obtain a permit from the Commission before proceeding with (shoreline) development."

The Plan Area is located outside the jurisdiction of BCDC. However, the Bay Plan contains development guidelines that are specific for sub-areas of the Bay, including land immediately adjacent to the Plan Area. Plan map notes for Bay Plan Map 2 (which depicts the project site) indicate that the Plan Area is surrounded on the north, east, and south by BCDC jurisdictional boundaries that are designated for Port and Water-Related Industry uses. The area north of the Plan Area is designated Benicia Industrial Park. Notes for this area state: "Reserve area east of old Route 21 for waterfront industry. Preserve and provide access to vista points and historic buildings." The area immediately south of the Plan Area is designated Benicia Waterfront Special Area Plan and Port of Benicia. The Bay Plan directs readers to the Special Area Plan and Seaport Plan for planning guidelines for these areas, respectively. These planning documents are discussed in detail below.

Benicia Waterfront Special Area Plan.² The Benicia Waterfront Special Area Plan (Special Area Plan) was created to address potential inconsistencies between the Benicia General Plan and the Bay Plan. The Special Area Plan includes common policies and recommendations for both the City of

¹ San Francisco Bay Conservation and Development Commission, 2006. *San Francisco Bay Plan*. January.

² San Francisco Bay Conservation and Development Commission, 1977. *Benicia Waterfront Special Area Plan*. May 19.

Benicia and BCDC, and is intended to provide potential developers with predictability about public regulatory policy for the area. The area immediately south of the Southern Pacific Railroad tracks is designated Port District within the Special Area Plan. Permitted uses within this district include port uses, water-related industry, and public access. The Special Area Plan notes that public access should be pursued in the area, provided it does not interfere with port operations or cause a safety issue.

San Francisco Bay Area Seaport Plan.³ The San Francisco Bay Area Seaport Plan (Seaport Plan) was developed in cooperation with the Metropolitan Transportation Commission (MTC). The Seaport Plan includes policies for the port areas within the Bay Area. Benicia's Port area is designated Port Priority Use Area and Marine Terminal in the Seaport Plan. Areas determined to be necessary for future port development are designated as Port Priority Use Areas and are reserved for port-related and other uses that will not impede development of the sites for port purposes. The Port of Benicia is also designated as a 3-berth marine terminal and is reserved specifically for cargo-handling operations.

(2) City of Benicia General Plan.⁴ The General Plan is the principal policy document for guiding future land use, conservation, and development in the City. The General Plan serves as a comprehensive guide for making decisions about land use, economic development, road improvements, and protection of natural resources and public health and safety. It also provides the legal foundation for all zoning, subdivision, and public facilities ordinances, decisions, and projects.

The General Plan is organized into the following chapters: 1) Community Development and Sustainability, which discusses the plan's land use designations, opportunities and challenges to economic development, transportation infrastructure, and public services; 2) Community Identity, which describes the cultural, visual, and open space resources in the City, and sets forth measures for their protection; and 3) Community Health and Safety, which provides guidance on responses to health and safety hazards in the City, including flooding, fires, geologic hazards, and high noise levels.

As shown in Figure IV.A-2, the General Plan designates the majority of the Plan Area as Lower Arsenal Mixed Use. This designation includes residential, live/work, office, retail, public, quasi-public and limited industrial uses. The intent of this designation is to continue to encourage a mix of compatible uses in areas of the Lower Arsenal; to promote the upgrading of existing facilities; to encourage the preservation and adaptive reuse of historic buildings; and to allow new, compatible buildings to house mixed uses. This designation permits a maximum Floor Area Ratio (FAR) of 2.0.

The residential areas along the western half of Jefferson Street are designated Low Density Residential and the Commanding Officer's Quarters and Clocktower area north of Washington Street is designated Public/Quasi-Public. The Low Density Residential designation provides for single-family detached residences in residential neighborhoods. The density range permitted within this designation is 0.1 to 7 units per gross acre. The Public/Quasi-Public designation is intended to provide for a variety of uses serving the public, including education, police, fire, water, and sewer. This designation allows facilities for City administration, safety, and health services; public and

³ San Francisco Bay Conservation and Development Commission, 1996. *San Francisco Bay Area Seaport Plan*. April 18, as amended through September 18, 1997.

⁴ Benicia, City of, 1999. *Benicia General Plan*. June 15.

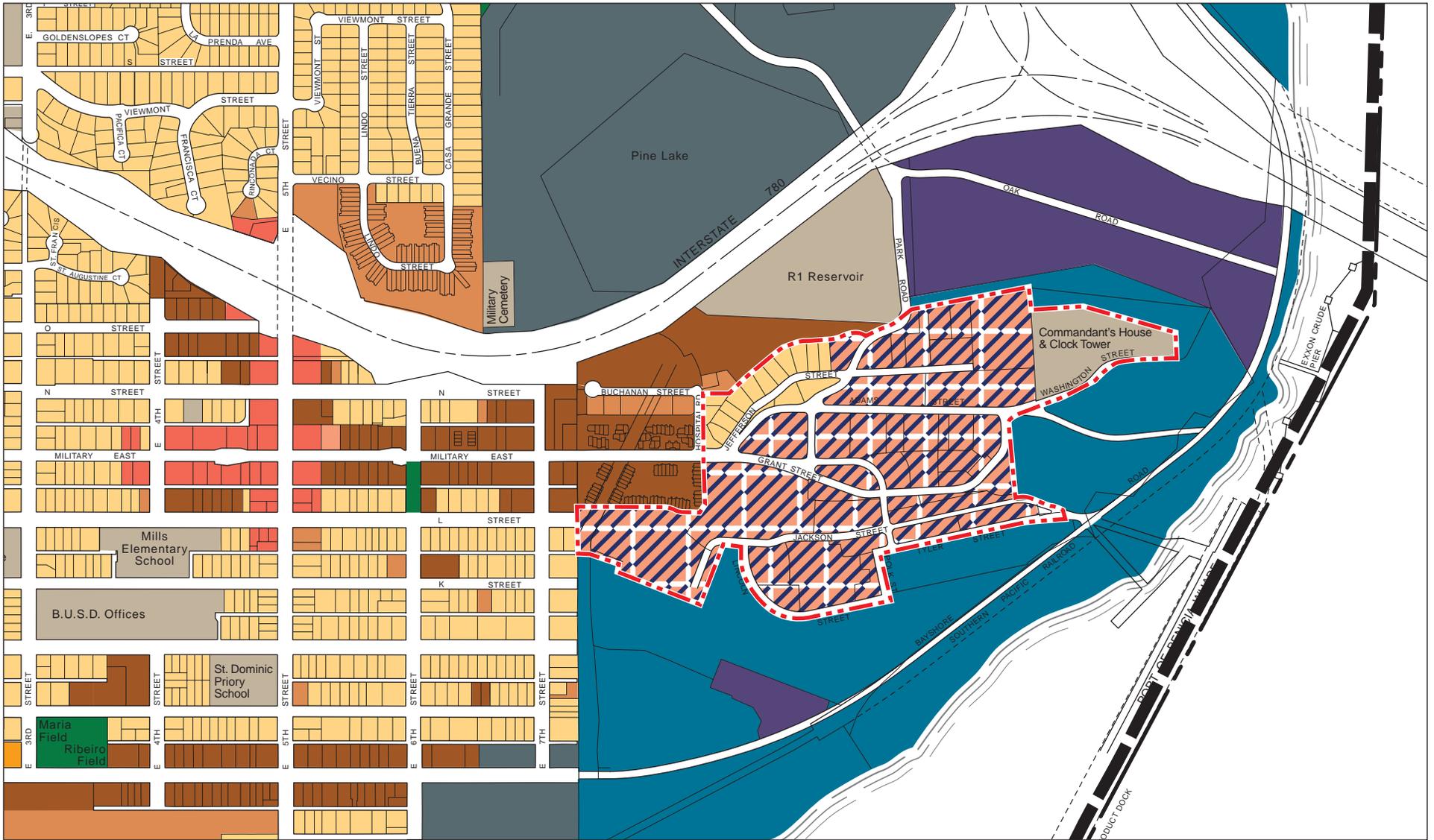
private schools; public utilities; and other such facilities. The maximum FAR for Public/Quasi-Public facilities is established on a case-by-case basis through the use permit process.

The General Plan was revised and readopted in August 1999. Table IV.A-1 (located at the end of this section) discusses the project's consistency, prior to mitigation, with relevant policies of the 1999 General Plan. Applicable policies and programs related to Biological Resources; Cultural Resources; Geology, Soils, and Seismicity; Hazards and Hazardous Materials; Hydrology and Water Quality; Transportation and Circulation; Noise; Air Quality; Public Services and Utilities; and Visual Resources are also discussed in those topical subsections of the EIR.

(3) Arsenal Historic Conservation Plan.⁵ The Arsenal Historic Conservation Plan (Conservation Plan) was adopted by the City in 1993, and serves as the guiding document for the historic overlay district which encompasses the Plan Area. The Conservation Plan is intended to promote the protection of historic resources in the Arsenal and to encourage new development that is compatible with historic places and buildings in the Arsenal. The Conservation Plan serves as a regulatory document for the Historic Overlay District and is intended for use as a resource document and a design manual. Design guidelines and standards are organized by building type as well as location. These are used by the City in reviewing applications for new construction, demolition permits, grading, tree removal, and sign design. The purpose of the policies and design guidelines detailed in the Conservation Plan is to highlight the important architectural resources of the Arsenal and ensure that the changes that occur serve to preserve, enhance and reinforce those resources. The Conservation Plan is divided into six chapters, as described below:

- *Chapter 1: Plan Overview.* Provides the purpose, use, and organization of the Conservation Plan and describes the history and setting of the Arsenal.
- *Chapter 2: Historic Resources.* Describes the methodology and criteria used to identify historic resources in the Arsenal.
- *Chapter 3: Design Review Procedures.* Describes the objectives of the Conservation Plan and includes procedures for design review.
- *Chapter 4: District-wide Issues and Policies.* Discusses major urban design issues, open space and landscape features, view corridors and site lines, special review areas, and urban design improvements.
- *Chapter 5: Design Guidelines for Historic Buildings.* Intended to guide renovations and additions to recognized historic buildings. This chapter includes policies addressing design integrity, façade elements and details, integrity of materials, and appropriate materials, colors and finishes.
- *Chapter 6: Design Policies and Guidelines for Subdistricts.* Contains guidelines for building and site design and signage within particular subdistricts. These guidelines address specific building types and/or uses, as well as site improvements and signage. The building design guidelines are largely intended to guide new construction. The zones within the Plan Area fall into several of these subdistricts as follows: portions of the Jefferson Ridge/Officers' Row Zone are within the Ridge/Officers' Row Subdistrict; the Adams Street and Grant Street Zones are within the Plateau/Headquarters Subdistrict; and the South of Grant Street Zone is within the Flats/Waterfront Subdistrict.

⁵ Benicia, City of, 1993. *Arsenal Historic Conservation Plan*. November.



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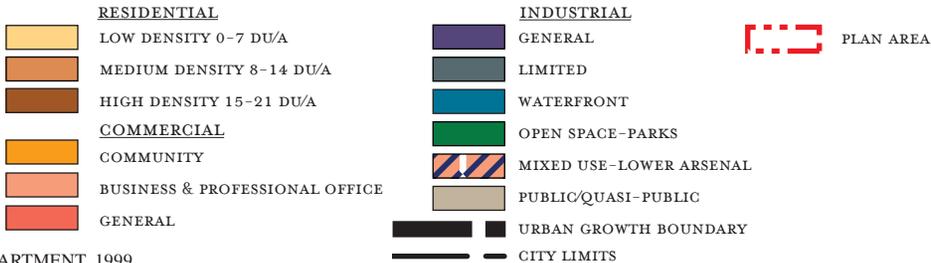
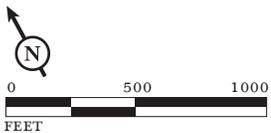


FIGURE IV.A-2

Lower Arsenal Mixed Use Specific Plan EIR
General Plan Designations

SOURCE: CITY OF BENICIA PLANNING DEPARTMENT, 1999.

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Land use related policies in the Conservation Plan that are applicable to the Plan Area are examined in Table IV.A-2 (located at the end of this section). The Draft Specific Plan's consistency with other policies in the Historic Conservation Plan – including those that relate to historic architecture and preservation of the visual character of the area – are discussed in Sections IV.K, Cultural and Paleontological Resources and IV.J, Visual Resources, respectively.

(4) City of Benicia Zoning Ordinance. The broad purposes of the Benicia Zoning Ordinance are to protect and promote the public health, safety, and general welfare of the citizens of Benicia, and to implement the policies of the City's General Plan. The Zoning Ordinance is composed of: 1) a set of regulations establishing various classes of zoning districts that govern land use and the placement of buildings and improvements within districts; and 2) a set of maps showing the boundaries of zoning districts within the City.

As depicted in Figure IV.A-3, the Plan Area has a variety of zoning designations, including: Single Family Residential (RS), General Commercial (CG), Office Commercial (CO), General Industrial (IG), Public and Semi-Public (PS), and Planned Development (PD). The Plan Area is also included within the Historic Overlay District.

Allowable uses within these zoning districts are summarized in the following bullet points.

- *Single-Family Residential* allows for detached single-family residential uses, including limited day care and residential care facilities.
- *General Commercial* allows for most business and retail uses, including restaurants; maintenance and repair services; offices; hotels and motels; and retail sales.
- *Office Commercial* allows for offices of a residential scale, including government offices; artists' studios; catering services; eating and drinking establishments, laboratories; and business and professional offices.
- *General Industrial* allows a full range of manufacturing, industrial processing, general service, and distribution uses, including maintenance and service/repair facilities; research and development services; wholesaling and distribution, and limited or small scale industrial uses.
- *Public and Semi-Public* allows uses such as government offices and park and recreation facilities
- *Planned Development* allows existing uses or uses permitted in accordance with a PD plan or specific plan, consistent with the General Plan.
- *Historic Overlay* may be combined with any zoning district. Land use and development regulations within the overlay district are the same as for the base zoning district, provided that the requirement for the district conservation plan (in this case, the Arsenal Historic Conservation Plan, discussed above) governs where conflicts arise.

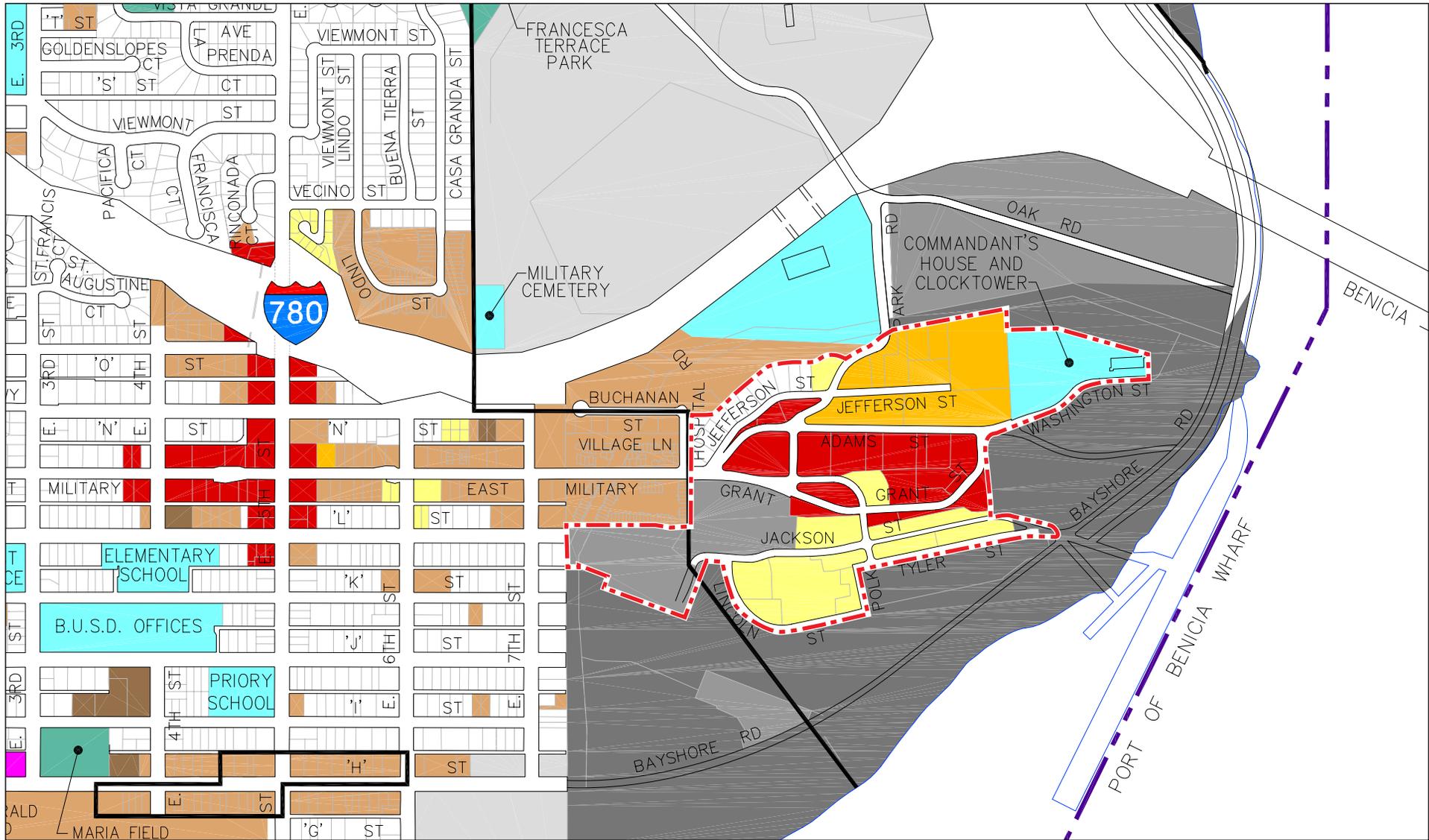
2. Draft Specific Plan

As stated in Chapter III, the Draft Specific Plan's primary purpose is to guide public and private investment to ensure that future development projects help to realize the community's goals and visions for the Plan Area. The Draft Specific Plan is intended to enhance the distinct and historic characteristics of the Lower Arsenal and to create a finely integrated mixed-use district with a cluster of high-quality, interconnected, and compatible uses.

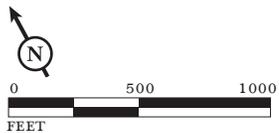
The Draft Specific Plan establishes a vision and development framework for the Plan Area and provides detailed land use regulations, development standards, and design standards and guidelines to regulate implementation of the vision. The Regulating Plan (see Figure III-3) for the Plan Area is intended to guide development within each of the four zones and implement the vision for the Plan Area.

a. Specific Plan Policies. The Draft Specific Plan includes the following goals, policies, and actions related to land use and planning. These goals, policies, and actions are intended to implement the standards and requirements of the proposed form-based code.

- *Land Use Goal 1:* Restore the Lower Arsenal Mixed-Use Specific Plan area into a unified historic district through major restoration and rehabilitation of existing historic buildings, landscaping, open spaces, and the careful placement and integration of new structures.
 - *Land Use Policy 1:* Preserve the historic character by insisting on the highest standards of urban design and development so that changes complement the historic richness and original architectural fabric of the area.
 - *Land Use Action 1.1.1:* Enforce standards for infill projects that conform built structures and surrounding open space design with the historic character of each zone in the Regulating Plan and the larger Arsenal Historic District through the form-based code.
 - *Land Use Action 1.1.2:* Enforce detailed placement criteria for buildings and structures adjacent to historic structures to provide an appropriate design orientation and buffer zone between historic buildings and new development.
 - *Land Use Action 1.1.3:* Develop a visual gateway to the Arsenal Historic District with a set of prominent architectural features, including possible monuments, public art, entry signage, high-quality landscaping, and other appropriate gateway design components, and reflective of its military heritage.
 - *Land Use Action 1.1.4:* At the entrance to the Arsenal Historic District on Military East Street, introduce large street trees distinct from others with a consistent species and spacing to continue from Military East Street to the upper ridge along Adams Street through Park Road to Jefferson Street, terminating at its eastern most point.
 - *Land Use Action 1.1.5:* Limit signage illumination and night lighting of facades for historic buildings along Jefferson Ridge (light public buildings only when in use) and allow limited up-lighting of mature trees to add drama and highlight the ridge's presence on the horizon.
 - *Land Use Action 1.1.6:* Ensure that the Arsenal Historic District planning and development takes into consideration PRC §21084.1, the State law provision (CEQA) that provides, "any project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect upon the environment."
 - *Land Use Action 1.1.7:* Encourage developers to incorporate acoustical site planning into their projects, Recommended measures include: buffers and/or landscaped earth berms; orienting windows and outdoor living areas away from unacceptable noise exposure; and incorporating state-of-the-art structural sound technology.
 - *Land Use Action 1.1.8:* Establish a green building program and provide incentives to encourage construction of more environmentally friendly buildings. Such incentives could include more flexible development standards, density bonuses, grants, permit expediting, and fee waivers.
 - *Land Use Action 1.1.9:* Establish design requirements that require adequate buffers to mitigate potentially incompatible activities.
 - *Land Use Action 1.1.10:* Require new development to notify future owners, record a deed restriction, and include in any required Covenants, Conditions, and Restrictions that the LAMUSP area is a heavy industrial and manufacturing area with uses such as the nearby wastewater treatment plant and port related uses that operate 24 hours a day and that dependent on tides and the Strait.



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- | | | | |
|---|---------------------------------|---|-------------------------------|
|  | OPEN SPACE (OS) |  | GENERAL COMMERCIAL (CG) |
|  | PUBLIC & SEMI-PUBLIC (PS) |  | LIMITED INDUSTRIAL (IL) |
|  | SINGLE-FAMILY RESIDENTIAL (RS) |  | GENERAL INDUSTRIAL (IG) |
|  | MEDIUM DENSITY RESIDENTIAL (RM) |  | WATER RELATED INDUSTRIAL (IW) |
|  | HIGH DENSITY RESIDENTIAL (RH) |  | BENICIA CITY LIMITS |
|  | PLANNED DEVELOPMENT (PD) |  | HISTORIC OVERLAY DISTRICT |
|  | OFFICE COMMERCIAL (CO) |  | SHORELINE/EDGE OF WATER BODY |
| | |  | PLAN AREA |

FIGURE IV.A-3

Lower Arsenal Mixed Use Specific Plan EIR
Zoning Designations

SOURCE: CITY OF BENICIA, JULY 2006.

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- *Land Use Action 1.1.11:* Update the City's Sign Ordinance or develop a new sign ordinance for the Arsenal Historic District that reflects the historic character of the Arsenal and that is appropriate for the eclectic mix of businesses.
- *Land Use Policy 2:* Provide a unique, publicly accessible environment within the Jefferson Ridge/Officers' Row that facilitates the restoration and enhancement of the area's historic buildings and landscape, including the Officers' Duplex, the Lieutenants' Quarters, and the Commanding Officers' Quarters.
 - *Land Use Action 1.2.1:* Preserve the historic context of the Jefferson Ridge/Officers' Row and its image as a former residential officers' enclave, particularly the embankment north of Adams Street and the promontory land form of the Clocktower site.
 - *Land Use Action 1.2.2:* Consider the option of purchasing private property or historic conservation easements or transferring development rights within the Jefferson Ridge/Officers' Row planning area to consolidate the design, function, and accessibility of the Arsenal Historic District.
 - *Land Use Action 1.2.3:* Incorporate plans for the Clocktower Building into plans for the Jefferson Ridge, even though outside the Specific Plan area, because of its complementary relationship to historic structures in the Jefferson Ridge / Officer's Row setting.
 - *Land Use Action 1.2.4:* Restore the architecture of the Clocktower Building to enhance the historic setting of the Commanding Officer's Quarters, recognizing their interrelated functions. Restoration should occur in the first phase of development of the Jefferson Ridge, but lack of public funding for a complete restoration should not delay development.
 - *Land Use Action 1.2.5:* Restore the Commandant's Quarters to active uses compatible with its preservation as an historic structure. Restoration should occur in the first phase of development of the Jefferson Ridge, but lack of public funding for a complete restoration should not delay development.
 - *Land Use Action 1.2.6:* Consider the Clocktower Green as a central component to a potential destination campus or other institutional use that can benefit from a series of high-quality, interconnected indoor and outdoor spaces suitable for conferences, entertainment, and hospitality-related functions.
 - *Land Use Action 1.2.7:* Consider defining the northern edge of the Officer's Square by the addition of an architecturally distinguished building, located to screen the square from the sights and sounds of Interstates 680 and 780 and to provide additional building space for the potential destination campus.
 - *Land Use Action 1.2.8:* Across Jefferson Street to the south of the Officer's Square, consider two additional new buildings with a publicly accessible viewing terrace to overlook the heritage cork oaks and buildings of the Lower Arsenal. The strong central axis of this composition should establish a new sight line between the Guard House and a new building along the northern edge of the Square. (Option 2)
- *Land Use Policy 3:* Ensure that Adams Street continues to be the primary entrance to the Port Industrial Area for trucks and functions as a buffer zone between the Jefferson Ridge and the less formal Grant Street and South of Grant Street areas.
 - *Land Use Action 1.3.1:* Develop Adams Street as a one-sided street that is industrial in character and that can continue to support a mix of industrial, artist live/work and work/live, commercial, and compatible uses to effectively showcase the area's signature historic buildings.
 - *Land Use Action 1.3.2:* Create development standards that will conform new built structures with the architectural and landscaping requirements of the Secretary of the Interior Standards.
 - *Land Use Action 1.3.3:* Mitigate potentially conflicting land uses within the Adams Street Mixed Use Zone through regulation and creation of internal courtyards within new buildings, designed to internalize light industrial activities that are potentially disruptive, noisy, or visually intrusive to surrounding uses.
 - *Land Use Action 1.3.4:* Require courtyards within buildings along Adams Street to have a north-south orientation to perpetuate view corridors between Jefferson Ridge and the Lower Arsenal.
 - *Land Use Action 1.3.5:* Minimize industrial impacts, such as noise and visual clutter associated with light industry, by internalizing uses within "safe haven" courtyards to minimize conflicting uses with planned artist spaces, office, or residential uses.

- *Land Use Policy 4:* Develop Grant Street as an intimate, pedestrian-friendly enclave with an eclectic mix of buildings and uses that supplement and enhance such historical landmarks as the Administration Building, Bachelor Officers' Quarters, and Command Post.
 - *Land Use Action 1.4.1:* Design an appropriate and enhanced setting along Grant Street for the showcasing of historic buildings, including the Bachelor Officers' Quarters and Command Post.
 - *Land Use Action 1.4.2:* Promote a mixed-use environment that continues the diverse combination of office, retail, light industrial, live/work and work/live, artisan, and residential uses in the Grant Street area.
 - *Land Use Action 3:* Review form and massing along Grant Street to create a uniform building fabric that promotes visual and physical connections between the Jefferson Ridge and the Lower Arsenal.
 - *Land Use Action 1.4.4:* Improve Grant Street in a way that minimizes potential conflicts with neighboring industrial uses. Consider artist live/work space at the western street terminus.
 - *Land Use Action 1.4.5:* Develop an urban node directly east of the Polk Street underpass consisting of two and three-story buildings that will provide ground floor commercial and artist live-work space. Conform built structures to the character of the surrounding historic district.
 - *Land Use Action 1.4.6:* Develop new frontage along the eastern edge of the Bachelor Officers' Quarters to encourage its renovation. Provide for the creation of a high-quality urban plaza between the Quarters and the planned urban node at the Polk Street underpass.
 - *Land Use Action 1.4.7:* Renovate the grounds surrounding the Command Post as an appropriate visual termination for the neighborhood.
 - *Land Use Action 1.4.8:* Expand the Command Post parcel eastward via a possible Grant Street extension that can connect to Jackson and Tyler Streets outside of existing Port property, creating a new access point for the Lower Arsenal.
- *Land Use Policy 5:* Develop the area south of Grant Street as an eclectic mix of industrial and artist-related uses that occupy a series of large-footprint buildings that are compatible with and promote the adaptive reuse of historic structures, retaining the flexibility and informality of the area's environment.
 - *Land Use Action 1.5.1:* Retain the industrial-style buildings that facilitate loading and unloading of materials, with simple utilitarian forms, maximum flexibility and large, single-span open spaces.
 - *Land Use Action 1.5.2:* At the western end of the Area, consider redevelopment of the current storage facility into smaller land use units to form an interconnected network of streets and blocks, and as a potential site to extend artist live/work units through a series of simpler buildings.
 - *Land Use Action 1.5.3:* Allow artist live/work units where it can be demonstrated that adequate buffers exist, including noise buffers, and that the presence of residents will not significantly constrain industrial operations, including the flow of goods and materials.
 - *Land Use Action 1.5.4:* Except for historic structures that have already been identified, all other buildings should be evaluated for historic significance. Consideration should be given to restoration through the elimination of additions or non-contributing structures.
- *Land Use Policy 6:* Create standards for open space design that protect the historic character of the Arsenal Historic District.
 - *Land Use Action 1.6.1:* Require a consistent planting palette for setback areas and street trees, and require new development to install planting, which conforms to existing historic plant ornamentation.
 - *Land Use Action 1.6.2:* Maintain specimen trees, mature trees and ornamental landscaping, including lawn, shrubs, street trees, large oak and eucalyptus, and other appropriate plantings that surround key historic structures and act as canopies or boundary edges to historic landscapes.
 - *Land Use Action 1.6.3:* Permit removal of large trees only if a property is unduly constrained from development by their retention, and they are replaced at a higher ratio elsewhere on site.
 - *Land Use Action 1.6.4:* Establish a formal program to recognize the heritage trees. Develop special permit requirements for removal or alteration.

- *Land Use Action 1.6.5:* Require landscaped setbacks from the street for buildings where appropriate to maintain the historical setting. Parking and loading areas should be designed to minimize visual intrusion.

b. Form-Based Code. Implementation of the Draft Specific Plan would include a form-based code for the Plan Area. The form-based code focuses primarily on physical form and character of development, with a secondary focus on specific land uses. The form-based code provides requirements for development and land uses appropriate and specific to the Plan Area and would be the primary body of standards considered by the City in the review and approval of new development. The form-based code would supersede and replace the City Zoning Ordinance provisions regarding zoning districts, allowable land uses, permit requirements for allowable land uses, and site development standards for the entire Plan Area.

3. Impacts and Mitigation Measures

This subsection analyzes impacts related to land use that could result from implementation of the Draft Specific Plan. It begins with the criteria of significance, which establish the thresholds for determining whether an impact is significant and concludes with land use impacts associated with implementation of the Draft Specific Plan.

As described at the beginning of this section, inconsistencies between a project and applicable policies do not constitute significant environmental impacts in and of themselves. However, a policy inconsistency is considered to be a significant adverse environmental impact when it is related to a policy adopted for the purpose of avoiding or mitigating an environmental effect and it is anticipated that the inconsistency would result in a significant adverse *physical* impact. The proposed project's consistency with regional policies related to physical environmental topics (e.g., air quality, transportation, and noise) is fully analyzed and discussed in those topical sections of this EIR.

a. Thresholds of Significance. The proposed project would have significant land use and planning impacts if it would:

- Physically divide an established community;
- Introduce new land uses that would conflict with established uses;
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect;
- Involve other changes in the existing environment that due to their location or nature result in the conversion of farmland to non-agricultural use; or
- Conflict with any applicable habitat conservation plan or natural community conservation plan.

b. Less-than-Significant Land Use Impacts. Implementation of the Draft Specific Plan would result in the following less-than-significant land use impacts.

(1) Divide an Established Community. The physical division of an established community typically refers to the construction of a physical feature (such as an interstate highway or railroad tracks) or removal of a means of access (such as a local road or bridge) that would impair mobility within an existing community, or between a community and outlying areas. Implementation of the

Draft Specific Plan would allow for an improved pattern of development within the Plan Area. Over the years, residential, office, and artist-related uses have replaced many of the industrial uses within the Plan Area. The Plan Area is currently characterized by a wide range of uses including residential, live/work, light industrial, office, and commercial uses. Many of these uses are housed in historic structures in the Plan Area. A disorderly pattern of development has generally evolved within the Plan Area and the area suffers from poor connectivity and low visibility.

Development that may result from implementation of the Draft Specific Plan would not divide the physical arrangement of an established community. The Draft Specific Plan recognizes that the Plan Area exists as four distinct zones, each within its own individual character. The Draft Specific Plan envisions a mix of new and redeveloped uses within each of these four zones. The vision and the form-based code for each zone detailed in the Draft Specific Plan are intended to complement and improve upon the existing physical character of each zone. These improvements would provide for a more cohesive mix of uses within each zone, allowing for a more defined development pattern.

In addition, complex intersections, poor signage, and poor connections between the upper and lower portions of the Plan Area have created poor connectivity between existing uses and zones within the Plan Area. The Plan Area lacks bicycle facilities and many roadways have incomplete pedestrian facilities. Circulation improvements detailed in the Draft Specific Plan include improvements to existing streets, construction of new streets which would fill out the incomplete grid, completion of missing sidewalk segments, and development of off-street pedestrian pathways. Improvements to bicycle paths and facilities are also proposed as part of the Draft Specific Plan. Wayfinding throughout the Plan Area would be improved by the creation of identifiable districts, the creation of secondary routes through the Plan Area, and through a signage plan developed for the Plan Area. Rather than divide an established community, implementation of the Draft Specific Plan would serve to better connect the uses within the Plan Area and create an identifiable neighborhood within each of the four Plan Area zones.

(2) Conflicts with Applicable Plans and Policies. Implementation of the Draft Specific Plan would not result in significant conflicts with applicable plans and policies, as discussed below.

Bay Conservation and Development Commission Plans. Although the Plan Area itself is not subject to BCDC jurisdiction, implementation of the Draft Specific Plan would result in new and redeveloped mixed uses south of land that is designated in the Bay Plan as Benicia Industrial Park, north of land that is designated Port District within the Special Area Plan, and west of land designated Port Priority Use Area and Marine Terminal in the Seaport Plan. The Draft Specific Plan contains several goals, policies, and actions which seek to minimize potential land use conflicts between new and redeveloped uses within the Plan Area and adjacent industrial and Port uses. Specifically, Action 1.1.10 requires new development within the Plan Area to notify future owners of the industrial nature of the area and of the 24-hour operation of the Port and other industrial activities, ensuring the continued operation and viability of these existing uses. This would help to protect the continued operation and vitality of the Port as new residents and businesses would be aware of adjacent uses and would have made an informed choice to locate next to these uses. Implementation of the Draft Specific Plan would not conflict with applicable provisions of the Bay Plan, Special Area Plan, or Seaport Plan.

Benicia General Plan. Implementation of the Draft Specific Plan would generally promote the types of land uses that currently exist within the Plan Area and that are anticipated in the General Plan. As discussed above, the General Plan designates the majority of the Plan Area as Lower Arsenal Mixed Use. This designation includes residential, live/work, office, retail, public, quasi-public and limited industrial uses. The residential areas along the western half of Jefferson Street are designated Low Density Residential and the Commanding Officer's Quarters and Clocktower area north of Washington Street is designated Public/Quasi-Public. Implementation of the Draft Specific Plan would be consistent with these land use designations. The Draft Specific Plan's relationship with existing General Plan goals and policies is set out in Table IV.A-1, located at the end of this section.

Arsenal Historic Conservation Plan. The Draft Specific Plan's form-based code, policies, and actions are intended to be compatible with the requirements contained in the Conservation Plan. Once adopted, the Draft Specific Plan would replace the requirements of the Conservation Plan. Where the Draft Specific Plan does not provide policies and guidelines that pertain to specific historic resources issues, those detailed in the Conservation Plan would continue to govern. The relationship of the Draft Specific Plan with individual elements of the Arsenal Historic Conservation Plan is discussed below.

- *Chapter 1: Plan Overview.* It is the intent of the Draft Specific Plan to recognize and protect the historic resources within the Plan Area consistent with the intent of the Arsenal Historic Conservation Plan.
- *Chapter 2: Historic Resources.* Historically significant buildings, architecture, landscaping, and urban design elements that contribute to the integrity of the Plan Area and the Arsenal itself were studied and taken into account during development of the Draft Specific Plan.
- *Chapter 3: Design Review Procedures.* The objectives and design review procedures detailed in the Arsenal Historic Conservation Plan were incorporated in the form-based code, policies, and actions of the Draft Specific Plan.
- *Chapter 4: District-wide Issues and Policies.* The Draft Specific Plan envisions that the Plan Area will evolve and mature into an environment that incorporates renovated historic structures and landscapes with new and complementary buildings that are carefully sited and designed. The Draft Specific Plan also includes provisions for improvements to the street network and open spaces that will support a mix of uses. The detailed form-based code, Architectural Standards, Open Space Standards, funding strategies, and numerous policies and actions address the issues and policies detailed in this chapter of the Arsenal Historic Conservation Plan.
- *Chapter 5: Design Guidelines for Historic Buildings.* While preservation of historic structures and landscapes is an important objective of the Draft Specific Plan, the form-based code only applies to new construction. Designated historic structures will continue to be regulated under the Secretary of the Interior Standards, the Arsenal Historic Conservation Plan, and other relevant City ordinances and guidelines. The Arsenal Historic Conservation Plan will also continue to guide renovations and additions to recognized historic buildings.
- *Chapter 6: Design Policies and Guidelines for Subdistricts.* The zones within the Plan Area fall into several of these subdistricts as follows: portions of the Jefferson Ridge/Officers' Row Zone are within the Ridge/Officers' Row Subdistrict; the Adams Street and Grant Street Zones are within the Plateau/Headquarters Subdistrict; and the South of Grant Street Zone is within the Flats/Waterfront Subdistrict. The Draft Specific Plan's consistency with specific Subdistrict

policies are set out in Table IV.A-2, located at the end of this section. For each subdistrict or portion of a subdistrict located outside of the Draft Specific Plan Area, the Arsenal Historic Conservation Plan policies and guidelines would continue to govern the subdistrict.

Benicia Zoning Ordinance. With adoption of the Draft Specific Plan, the Zoning Map would be amended to include a mixed-use zone based on the Draft Specific Plan to replace the existing zoning districts. As discussed above, the form-based code provides requirements for development and land uses appropriate and specific to the Plan Area and would be the primary body of standards considered by the City in the review and approval of new development in the Plan Area. The form-based code would supersede and replace the City Zoning Ordinance provisions regarding zoning districts, allowable land uses, permit requirements for allowable land uses, and site development standards for the Plan Area.

(3) Agricultural Land. Implementation of the Draft Specific Plan would result in new and redeveloped mixed uses within the already-developed Plan Area. The Plan Area is located within an urban area and has not been subject to agricultural activity in recent years. The Plan Area is not designated for agricultural uses in the City General Plan or Zoning Ordinance, which also precludes the area from operating under a Williamson Act Contract or most other conservation easements.

(4) Habitat Conservation Plan/Natural Community Conservation Plan. The project site is not subject to the provisions of a Habitat Conservation Plan or Natural Community Conservation Plan (HCP/NCCP). Therefore, the project would not conflict with such a plan. The Solano Multi-Species HCP/NCCP, which would encompass Solano County and a small portion of Yolo County, is currently being prepared. The HCP/NCCP was required of the Solano County Water Agency as part of renewing the water supply contact from the Solano Project (Lake Berryessa). Developed lands within urban areas would not be identified as habitat in the HCP/NCCP.

c. Significant Land Use Impacts. The following discussion includes an evaluation of two types of potential land use incompatibility impacts: 1) conflicts between the industrial uses outside the Plan Area and development within the Plan Area; and 2) conflicts between potentially incompatible uses within the Plan Area.

(1) Potential Conflicts with External Land Uses. Existing land uses within and in the vicinity of the Plan Area are shown in Figure IV.A-1. As previously described, the Plan Area is surrounded by medium to high-density residential uses and general industrial uses to the north, Port uses to the east and south, and single-family residential uses to the west. New residential and live/work uses within the Plan Area could be incompatible with surrounding industrial and Port uses if not appropriately sited and designed. The Draft Specific Plan contains several actions that would reduce land use conflicts with surrounding Port and industrial uses, including:

- Action 1.1.7, which would encourage developers to perform acoustical planning to reduce noise-related impacts;
- Action 1.1.9, which would establish design criteria that require the use of buffers to mitigate potentially incompatible activities;
- Action 1.1.10, which would require future owners of Plan Area properties to be notified of the industrial nature of the area (including the potential for nuisances related to industrial uses); and

- Action 1.5.3, which would allow live/work uses only where it can be demonstrated that adequate buffers exist.

In addition, residential uses permitted by right in the South of Grant Zone (which is in closest proximity to Port activities) would be confined to home occupation, work/live, and apartments/condos within a mixed-use building. Residential uses in this zone would be appropriate for artisans, many of which require work spaces with industrial characteristics (e.g., high noise tolerance; large, flexible rooms). These types of residential uses would not be as sensitive to industrial activities as conventional single-family and multi-family residential uses. Also, new work/live uses would not be permitted along those portions of Jackson Street that are south of Grant Street and west of Polk Street (an area that is particularly prone to incompatibility issues associated with adjacent Port uses).

However, even with implementation of the protective Draft Specific Plan actions outlined above, residential land uses could still be exposed to adverse impacts associated with adjacent industrial uses.

Impact LU-1: Residential uses developed within the Plan Area may be incompatible with existing industrial uses. (S)

In particular, non-live/work residential uses could be exposed to nuisances associated with industrial uses. Implementation of the following mitigation measure would reduce this potential impact to a less-than-significant level:

Mitigation Measure LU-1: The following changes shall be made to Action 1.5.3:

Action 1.5.3: Allow residential uses, including artist live/work units, where it can be demonstrated that adequate buffers exist, including noise buffers, and that the presence of residents will not significantly constrain industrial operations, including the flow of goods and materials. Proposed residential uses located in areas where industrial uses can be seen or heard shall be evaluated to determine that they would not be incompatible with industrial uses. Site specific evaluation may include acoustical or air quality analysis as determined by the City. New work/live uses shall not be permitted along those portions of Jackson Street that are south of Grant Street and west of Park Street. (LTS)

(2) **Potential Conflicts Between Internal Uses.** Implementation of the Draft Specific Plan could also result in conflicts between different uses within the Plan Area. The Draft Specific Plan contains policies and actions which seek to limit potential conflicts between individual uses both for the Plan Area as a whole and within each specific development zone. In addition, open space and roadways within the Plan Area would act as buffers between each individual zone, and each zone would have its own set of development standards and controls to minimize land use conflicts. Potential land use conflicts and Draft Specific Plan policies and actions that would reduce these potential impacts to a less-than-significant level are discussed below for each individual zone.

- *Jefferson Ridge/Officers' Row Zone.* The Draft Specific Plan envisions the rehabilitation of the historic structures within this zone and would include the development of new institutional, office, commercial, and limited residential uses. Industrial uses would not be permitted within this zone; therefore, land use conflicts between approved uses are not anticipated. The proposed residential and heritage uses would not be expected to be incompatible with the types of small-

scale retail or service establishments that could be developed in the zone. Policy 1.3 of the Draft Specific Plan requires Adams Street to remain as the primary entrance to the Port industrial area for truck traffic. The vacant open space area south of the zone would function as an adequate buffer between residential and heritage uses on Jefferson Ridge and industrial traffic along Adams Street.

- *Adams Street Zone.* The Draft Specific Plan envisions that Adams Street would continue to support a mix of industrial and industrial-compatible uses. Permitted uses within this zone would include office, commercial, light industrial, work/live, and limited residential uses. The Draft Specific Plan includes two actions which would reduce the potential conflicts between uses within the Adams Street zone through the use of internal courtyards. Actions 1.3.3 and 1.3.5 require regulation to reduce land use incompatibility impacts, and creation of internal courtyards within new buildings in the Adams Street zone. These courtyards would be designed to internalize light industrial activities that could be potentially disruptive, noisy, or visually intrusive to surrounding uses. It is envisioned that internal courtyards would create a “safe haven” to minimize conflicts between adjacent uses. These courtyards would reduce potential land use conflicts; however, some residential uses could still be affected by industrial activities.
- *Grant Street Zone.* The Draft Specific Plan envisions that Grant Street would develop as an enclave that can support a mix of uses, with an emphasis on residential uses, in order to reduce conflicts with neighboring industrial uses. Action 1.4.4 seeks to improve Grant Street in a way that minimizes potential conflicts with neighboring industrial uses. Artist/live work space at the western terminus of Grant Street would be considered in order to minimize conflicts with surrounding uses. As in the Adams Street Zone, certain proposed residential uses could still be affected by industrial activities.
- *South of Grant Street Zone.* The Draft Specific Plan envisions that this area would continue to be informal and flexible in nature, allowing the appropriate environment for industrial and artisan-related uses. Action 1.5.3 would allow artist live/work units where it can be demonstrated that adequate buffers exist, including noise buffers, and that the presence of residents would not significantly constrain industrial operations, including the flow of goods and materials. However, non-live/work uses could still be affected by industrial uses.

From a land use perspective, mixed industrial, residential, and commercial land uses are not intrinsically incompatible. Many vibrant neighborhoods in the Bay Area are characterized by older industrial districts that are evolving into areas with a greater emphasis on commercial and residential uses. However, issues of nuisance occasionally arise in such neighborhoods.

Impact LU-2: Implementation of the Draft Specific Plan could result in conflicts between residential uses and industrial uses. (S)

Implementation of the following mitigation measure would reduce this impact to a less-than-significant level:

Mitigation Measure LU-2: Implement Mitigation Measure LU-1. (LTS)

In addition to the policies and action items detailed in the Draft Specific Plan, individual development plans proposed within the Plan Area would be evaluated for compatibility with surrounding land uses prior to receiving discretionary approvals. This would further ensure that uses developed within the Plan Area are compatible with each other.

Table IV.A-1: Relationship of Draft Specific Plan to Relevant City of Benicia General Plan Policies

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
<i>Land Use and Growth Management</i>		
Policy 2.1.1	Ensure that new development is compatible with adjacent existing development and does not detract from Benicia’s small town qualities and historic heritage.	The Draft Specific Plan seeks to improve and maintain the pedestrian environment and historic character of the Plan Area. Draft Specific Plan policies and actions would minimize potential land use conflicts between new and redeveloped uses within the Plan Area and with surrounding land uses.
Policy 2.1.4	Strive to preserve significant areas of vegetation and open space when approving development projects.	Goal 7, along with supporting policies and actions of the Draft Specific Plan, seeks to preserve and enhance the natural setting and features of the hillsides, slopes, heritage trees, open space features, grassland character, and geologic environment of the Plan Area. Specifically, Action 7.1.4 of the Draft Specific Plan envisions the preservation and enhancement of the existing cork oak trees on Jefferson Ridge.
<i>Economic Development</i>		
Program 2.5.C	Evaluate future uses on a cost/revenue basis, taking into account economic diversity for the long term and environmental and community costs and benefits.	Implementation of the Draft Specific Plan would result in the revitalization of the Plan Area, which would attract new businesses and retain existing businesses within the area. The financing-related findings and recommendations in the Draft Specific Plan are oriented towards long-term programs and implementation strategies intended to protect the unique characteristics of the Plan Area, rather than stimulating reinvestment that invites development with the highest and best economic use. This strategy would result in both public and fiscal benefits while protecting the historic and natural setting of the Plan Area.
Goal 2.6	Attract and retain a balance of different kinds of industrial uses in Benicia.	Implementation of the Draft Specific Plan Economic Development goal, policies, and actions would encourage the location of light industrial businesses with the Plan Area. In addition, infrastructural improvements within the Plan Area would encourage retention of existing light industrial uses.
Policy 2.6.2	Other land uses should not adversely affect existing industrial and commercial land uses.	Implementation of the Draft Specific Plan would not adversely affect existing industrial and commercial land uses. A mix of uses, including light industrial and commercial uses, would be encouraged through implementation of the Draft Specific Plan. Future live/work and residential uses within the Plan Area are intended to co-exist with such uses. In addition, Action 1.1.10 requires new development within the Plan Area to notify future owners of the industrial nature of the area and of the 24-hour nature of the Port, ensuring the continued operation and support of these existing uses. Action 1.5.3 would permit the development of live/work uses only

Table IV.A-1 *Continued*

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
		where it can be demonstrated that such uses would not constrain the operation of industrial facilities.
Policy 2.6.5	Establish and maintain a land buffer between industrial/commercial uses and existing and future residential uses for reasons of health, safety, and quality of life.	<p>The Draft Specific Plan does not specifically include requirements for <i>land</i> buffers between industrial/commercial and existing or future residential uses. However, the Draft Specific Plan does include actions which would require adequate buffers between certain types of uses, at the City’s discretion.</p> <p>Action 1.5.3 would allow artist live/work units where it can be demonstrated that adequate buffers exist, including noise buffers, and that the presence of residents will not significantly constrain industrial operations, including the flow of goods and materials. Action 1.1.9 requires the establishment of design requirements detailing adequate buffers to mitigate potentially incompatible activities. In addition, open space areas (such as the cork oak tree area south of Jefferson Street) would function as buffer areas between some uses that could be considered incompatible. The Draft Specific Plan envisions limited residential (e.g., condominiums and apartments) uses within the Jefferson Ridge and Adams Street Zones; live/work uses would be permitted in all but the Jefferson Ridge Zone.</p>
Goal 2.7	Attract and retain industrial facilities that provide fiscal and economic benefit to – and meet the present and future needs – of Benicia.	<p>In addition, implementation of Mitigation Measure LU-1 would further reduce potential impacts associated with land use compatibility. Implementation of the Draft Specific Plan Economic Development goals, policies, and actions would create an opportunity to both attract and retain existing light industrial uses within the Plan Area. Infrastructural improvements within the Plan Area would also provide increased opportunities for the location of light industrial uses within the Plan Area.</p> <p>The Draft Specific Plan also includes provisions for maintaining industrial uses to the east and north of the Plan Area. New development would not encroach into areas currently servicing the adjacent Port of Benicia. Adams Street would continue to be the primary access route to the Port and would maintain a more industrial setting than other roadways within the Plan Area. In addition, Action 1.1.10 requires new development within the Plan Area to notify future owners of the industrial nature of the area and of the 24-hour nature of the Port, ensuring the continued operation and support of these existing uses.</p>

Table IV.A-1 *Continued*

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
Goal 2.8	Maintain the viability of the Port now and in the future to benefit the City of Benicia.	The Draft Specific Plan recognizes the importance of the Port and seeks to maintain its viability. Adams Street would continue to function as the primary route for vehicle and truck traffic accessing the main entrance to the Port. In addition, Action 1.1.10 requires new development within the Plan Area to notify future owners of the industrial nature of the area and of the 24-hour operation of the Port, ensuring the continued operation and support of this existing use.
Policy 2.8.1	Avoid encroachment by future incompatible uses, and where possible, reduce encroachment of existing incompatible uses in concert with Policy 2.11.1.	The Draft Specific Plan is intended to improve connectivity, visibility, and infrastructure within the Plan Area in order to better serve existing and future uses. The standards, goals, policies, and actions set forth in the Draft Specific Plan are intended to allow the revitalization of the Plan Area while limiting the development of incompatible uses.
Goal 2.9	Ensure adequate land for port activity.	Implementation of the Draft Specific Plan would allow for new and redeveloped uses within the existing Lower Arsenal area. Implementation of the Draft Specific Plan would not reduce the availability of land designated for port activities.
Policy 2.9.1	Encourage and create opportunities and methods for cooperative planning of the Port, Arsenal, and Pine Lake.	The Draft Specific Plan would serve as the guiding planning document for development and redevelopment projects proposed within the Plan Area. The Draft Specific Plan includes actions which seek to minimize conflicts with adjacent Port uses, allowing the continued operation of the Port. The Draft Specific Plan does not discuss the Pine Lake area, which is outside of the Plan Area.
Goal 2.10	Provide for carefully-defined visual and physical public access where security and safety considerations permit.	Implementation of the Draft Specific Plan would create new visual and physical pedestrian access opportunities within the Plan Area. However, access by the public into the Port would not be permitted, and the security of the Port would be maintained.
Goal 2.11	Encourage the retention and continued evolution of the lower Arsenal into a historic/cultural/commercial/industrial center of mutually compatible uses.	The Draft Specific Plan provides a development framework for the Plan Area. With implementation of the Draft Specific Plan, the Plan Area would be occupied by flex buildings that may accommodate retail, office, industrial, residential, and heritage tourism uses. The Draft Specific Plan is designed to allow flexibility for new and redeveloped uses within the design framework.

Table IV.A-1 *Continued*

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
Policy 2.11.1	Retain and expand the mix of compatible and balanced uses in the lower Arsenal area.	The Draft Specific Plan is intended to improve connectivity, visibility, and infrastructure within the Plan Area in order to better serve existing and future uses. The mix of development desired for the Plan Area is detailed within each of the four distinct zones, each with distinct characteristics. The Draft Specific Plan is intended to improve the character of each of these districts through the creation of a balanced mix of uses.
Policy 2.11.2	Continue to allow live/work uses in the lower Arsenal where it can be demonstrated that adequate buffers exist, including noise buffers, and that the presence of residents would not significantly constrain industrial operations, including the flow of goods and materials.	The Regulating Plan identifies the appropriate mix of uses within each zone. Zones are buffered by parks, and mixed-use development as appropriate. Live/work development adjacent to proposed industrial uses would be positioned to minimize the noise from ongoing operations. The South of Grant Zone envisions a mix of industrial and artist-related uses occupying large-footprint buildings. The Draft Specific Plan envisions that this zone would continue to function as an informal and flexible environment for both uses. Action 1.5.3 would permit live/work uses only where it can be demonstrated that adequate buffers exist.
<i>Circulation</i>		
Goal 2.14	Enhance Benicia’s small-town atmosphere of pedestrian-friendly streets and neighborhoods.	The Draft Specific Plan envisions a pedestrian-friendly environment with improved access and circulation within the Plan Area. The Draft Specific Plan designates standards for the improvement of existing streets and paths and development of new streets and paths. Sidewalks would be developed for new neighborhood streets; missing sidewalk segments along existing streets would also be completed. The design of new Railroad Streets within the Plan Area would promote pedestrian and bicyclist comfort.
Policy 2.14.1	Give priority to pedestrian safety, access, and transit over automobile speed and volume.	Goal 3 of the Draft Specific Plan envisions a pedestrian and transit oriented circulation plan for the Plan Area. Circulation Policy 1, Action 3 requires internal circulation routes to be narrow and spatially defined by surrounding buildings, trees, and amenities in order to discourage high-speed traffic within the Plan Area.
Goal 2.15	Provide a comprehensive system of pedestrian and bicycle routes which link the various components of the community: employment centers, residential areas, commercial areas, schools, parks, and open space.	New bicycle and pedestrian routes and access opportunities would be provided by implementation of the Draft Specific Plan. Opportunities for new bicycle connections would be prioritized to increase access to existing bicycle routes outside of the Plan Area.

Table IV.A-1 *Continued*

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
Goal 2.21	Encourage Benicia residents and employees to use alternatives to the single-occupant automobile.	Implementation of the Draft Specific Plan would provide new and improved bicycle and pedestrian access opportunities within the Plan Area. Bicycle connections to existing routes within the City would be prioritized. In addition, the Draft Specific Plan envisions improved transit opportunities to, from, and within the Plan Area.
Policy 2.21.1	Provide and promote a range of travel alternatives to the use of the private automobile.	The Draft Specific Plan would encourage cooperation among existing stakeholders within the Plan Area to explore a variety of transportation programs for the Plan Area, including: special event management and shuttle programs, bicycle and pedestrian improvements, and promotion of alternative transportation programs.
Policy 2.21.2	Encourage new development patterns that facilitate bicycling, walking, and transit for commute, shopping, recreation, and school trips.	Implementation of the Draft Specific Plan would provide new and improved bicycle and pedestrian access opportunities within the Plan Area. Bicycle connections to existing routes within the City would be prioritized. In addition, the Draft Specific Plan envisions improved transit opportunities to, from, and within the Plan Area.
Policy 2.23.1	Provide adequate on-street and off-street parking.	The Draft Specific Plan encourages the development of shared, managed parking solutions within the Plan Area. Parking requirements for residential and non-residential developments within each zone are provided in the form-based code. A variety of parking options are detailed in the Draft Specific Plan for each zone, including the provision of on-street parking, underground parking facilities, and off-site parking. District-wide parking solutions are required.
Policy 2.23.2	Reduce the visibility of parking lots.	The form-based code allows for parking lot visibility to be reduced where appropriate. Parking facility standards vary within each zone, but often require parking to be screened by landscaping or buildings, and to be addressed in a district-wide solution (to minimize parking area coverage and associated visual impacts).
Program 2.23.E	Allow future parking to be divided into smaller lots with generous internal and perimeter landscaping.	The form-based code in the Draft Specific Plan details parking siting and design requirements. Parking lots would not be large in size.
Program 2.23.F	Recommend parking to be located behind or alongside (but not in front of) buildings, where possible.	The form-based code in the Draft Specific Plan details parking location requirements. Some of these parking standards permit street parking in front of buildings, but not front parking lots.
Policy 2.24.1	Continue to ensure public access to private roads in the industrial and Port areas.	Implementation of the Draft Specific Plan would not interfere with access to private roads within industrial and Port areas. The Draft Specific Plan would improve public access in and around the Plan Area. Adams Street would be maintained as a primary access route to the Port.

Table IV.A-1 *Continued*

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
Goal 2.25	Improve auto and non-auto access into the Old Arsenal, without disrupting existing neighborhood, historic, and environmental values.	The Draft Specific Plan encourages the City to work with Benicia Breeze to establish more frequent special events shuttles between Downtown and the Plan Area. The Draft Specific Plan envisions that as the Plan Area is revitalized, more frequent and direct service may become available.
Policy 2.25.1	Consider alternative modes of transportation to the auto in planning new access and improving existing routes into the Arsenal.	The Draft Specific Plan encourages the City to work with Benicia Breeze to establish more frequent special events shuttles between Downtown and the Plan Area. The Draft Specific Plan envisions that as the Plan Area is revitalized, more frequent and direct service may become available.
Historic Resources		
Goal 3.1	Maintain and enhance Benicia’s historic ^a character.	Implementation of the Draft Specific Plan would restore and maintain existing historic structures within the Plan Area. The Jefferson Ridge Zone would be maintained as an historic district, in keeping with the National Register listing of the area. Goal 4 of the Draft Specific Plan, along with supporting policies and actions, would preserve, enhance, and promote Benicia’s Arsenal Historic District as an important remnant of one of the nation’s most prominent military arsenals.
Policy 3.1.1	Encourage reuse of historic buildings; if feasible, encourage relocation rather than demolition.	The Draft Specific Plan envisions the revitalization and reuse of the historic structures located within the Plan Area. Action 4.1.2 requires rehabilitation projects to follow the Secretary of the Interior’s Standards.
Policy 3.1.2	Enhance the economic potential of historic and architectural assets.	Existing historic structures within the Plan Area would be revitalized and reused. A mix of uses would be permitted while maintaining the historical and architectural integrity of each individual structure and the historic character of the Plan Area as a whole.
Policy 3.1.3	Preserve historic trees and landscapes.	Policy 4.2 of the Draft Specific Plan would promote the preservation of landscaping representative of the various periods in the historic district’s early development. Action 7.1.4 would maintain the Cork Oak Ridge Park as a setting for the historical cork oaks along the Jefferson Ridge.
Policy 3.1.5	Permit new development, remodeling, and building renovation in historic districts when consistent with the policies of the applicable Historic Conservation Plan.	The Draft Specific Plan was developed to be consistent with the Arsenal Historic Conservation Plan. Development allowed under the Draft Specific Plan would be consistent with the conservation plan.

^a The General Plan defines “historic” or “historical” as: “An historic building or site is one that is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.”

Table IV.A-1 *Continued*

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
Policy 3.1.6	Promote restoration of public and privately-owned historic and architecturally significant properties.	The intent of the Draft Specific Plan is to restore and revitalize the historic district within the Arsenal. Several policies and actions within the Draft Specific Plan support this objective.
<i>Cultural Resources</i>		
Policy 3.6.2	Continue to allow and encourage live/work spaces for artists.	The Draft Specific Plan encourages the continued existence of the artist community within the Plan Area. Actions 1.4.1, 1.5.3, 5.6.4 and 5.6.5 specifically support this policy.
<i>Visual Character</i>		
Policy 3.7.1	Ensure that new development is compatible with the surrounding architectural and neighborhood character.	The Architectural Standards in the form-based code detail design standards for new structures within the Plan Area. These are intended to ensure that new development is compatible with the historic character of existing structures.
Policy 3.9.5	Establish definable neighborhoods in future development and revitalization projects.	The Draft Specific Plan divides the Plan Area into four distinct zones, each with its own individual character. The form-based code provides separate standards for each zone and is designed to guide development within each of these zones.
Policy 3.13.1	Enhance waterfront vistas.	Implementation of the Draft Specific Plan would improve and enhance site lines throughout the Plan Area. Views of the waterfront would either be maintained or improved, as appropriate.
<i>Open Space and Conservation of Resources</i>		
Policy 3.15.2	Preserve public views of open space and maintain existing vistas (including the Northern Area vistas) wherever possible.	Implementation of the Draft Specific Plan would permanently preserve many of the scenic views within the Plan Area. Mitigation Measure VIS-1 would ensure that the view corridors from the Administration Building and the view corridor from Jefferson Street and Park Road would also be preserved.
Policy 3.15.D	Where applicable, require that new developments include view corridors that allow viewing open space from public roadways and public use areas.	The Draft Specific Plan includes several opportunities for open space within the Plan Area. These open space areas are located to preserve and enhance existing view corridors, as shown in Figure III-6. Also see Policy 3.15.2.
Policy 3.15.3	Avoid creating difficult-to-use residual open space in new development areas.	The Draft Specific Plan includes several passive open space opportunities oriented around existing and new developments. These open space uses are designed to be functional and relate to adjacent structures.
Policy 3.15.4	Use open space as a buffer against man-made or natural hazards.	Open space areas may function as buffer areas between a mix of uses, including light industrial uses within the Plan Area.
Policy 3.15.5	Encourage the landscaping of existing open spaces, and landscape new open spaces with native plants.	The Draft Specific Plan includes landscaping guidelines for open space areas. These include both native and non-native species (also see General Plan Policy 3.20.C).

Table IV.A-1 *Continued*

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
Policy 3.15.6	Restore and maintain natural landscapes in a natural manner.	The Draft Specific Plan details specific types of landscape treatments that may be used within the Plan Area. Landscaped areas within the Plan Area are intended to complement and reflect historic plantings within the area.
Policy 3.15.G	Develop a landscape master plan for open space.	The Draft Specific Plan details the landscape palette to be used along Plan Area streets and within open space areas.
Goal 3.17	Link regional and local open spaces.	The Draft Specific Plan envisions the creation of open space linkages and corridors throughout the Plan Area. The open space network consists of an integrated system of sidewalks and multi-use paths which would allow for pedestrian and bicycle access throughout the area. In addition, the Draft Specific Plan supports bicycle connections to existing and planned bike routes throughout the City, including continuation of the Bay Trail south of the project site (if security and access requirements can be met).
Policy 3.17.1	Attempt to link existing regional and local open spaces using trails and open space corridors.	Refer to Goal 3.17.
Program 3.17.B	Construct trails in open space corridors that link existing regional and local open spaces, where feasible.	Refer to Goal 3.17.
Goal 3.19	Preserve and enhance habitat for special-status plants and animals.	Implementation of the Draft Specific Plan would result in impacts to special-status plants and animals. Implementation of Mitigation Measures BIO-3 through BIO-6 would ensure that impacts to these species are reduced to less-than-significant levels.
Policy 3.19.1	Protect essential habitat of special-status plant and animal species.	Refer to Goal 3.19.
Program 3.19.B	Require retention of essential habitat for special status species. If infeasible, require adequate mitigation for loss of special status species and/or habitat in compliance with State and federal regulations.	Refer to Goal 3.19.
Goal 3.20	Protect and enhance native vegetation and habitats.	Implementation of the Draft Specific Plan may result in the loss of native vegetation and habitats, specifically wetlands. Implementation of Mitigation Measure BIO-2 would ensure that these impacts are reduced to a less-than-significant level.
Policy 3.20.1	Protect native grasslands, oak woodlands, and riparian habitat.	Some undeveloped portions of the Plan Area consist of non-native grasslands and seasonal wetlands. Implementation of the Draft Specific Plan would not affect native grasslands, oak woodlands, or riparian habitats.
Policy 3.20.2	Restore native vegetation, such as birch grasses and oaks, wherever possible for open spaces of existing developed areas.	Native trees and other mature trees, such as the cork oaks, would be preserved with implementation of the Draft Specific Plan. The Draft Specific Plan form-based code includes a landscape palette for new development within the Plan Area.

Table IV.A-1 *Continued*

Element and Goal, Program or Policy Number	Goal, Policy or Program Language	Relationship With Draft Specific Plan
Policy 3.20.3	Encourage preservation of existing trees. Especially preserve and protect mature, healthy trees whenever practicable, particularly where such trees are of significant size or are of significant aesthetic value to the immediate vicinity or to the community as a whole.	The Draft Specific Plan encourages the protection of existing trees within the Plan Area, specifically the cork oak trees. Draft Specific Plan Actions 1.6.2, 1.6.3, and 1.6.4 in particular, require protection of mature trees. However, some mature trees may be removed as development occurs within the Plan Area. Mitigation Measure BIO-1 would ensure that impacts to mature trees are reduced to a less-than-significant level.
Policy 3.20.4	Require protection of movement corridors.	Because the Plan Area is located in a highly urbanized and industrialized area, and is bordered by development, impacts to wildlife movement corridors are not anticipated with implementation of the Draft Specific Plan.
Program 3.20.B	Limit the loss of native vegetation or require mitigation, or both.	Refer to Goal 3.20.
Program 3.20.C	Require native and compatible non-native plant species, especially drought-resistant species, to the extent possible in landscaping new development and public areas.	The Draft Specific Plan form-based code includes a landscape palette for new development within the Plan Area. Only a few of these species are native to Benicia; however, native trees are not appropriate in all portions of the Plan Area due to the historic nature of development and the existence of formal open spaces that were historically planted with imported species.
Responses to Hazards		
Policy 4.7.3	Protect existing and future development from contaminated sites, hazardous landfill waste and debris, chemical spills, and other hazards including unexploded ordnance and explosive waste.	Implementation of Mitigation Measure HAZ-1 and HAZ-2 would ensure that existing and future development within the Plan Area are protected from existing and past land uses which may be hazardous in nature.
Policy 4.7.5	Require that all sites known or suspected to have unexploded ordnance and/or a toxic history be tested and remediated before any development can occur.	There are no existing sites within the Plan Area on hazardous materials site lists compiled pursuant to Government Code Section 65962.5. As such, testing and remediation within the Plan Area would not be required.
Goal 4.23.4	Control development of noise sensitive land uses in areas exposed to existing or projected noise which exceeds levels specified in Tables 4-3 and 4-4, unless the project includes specific, effective mitigation measures that reduce interior and exterior noise levels to those specified in Tables 4-3 and 4-4.	The Draft Specific Plan seeks to minimize land use conflicts which would expose sensitive land uses (i.e., residential uses) within the Plan Area to excessive noise levels. In addition, implementation of NOI-2 and NOI-3 would ensure that operational noise exposure to noise sensitive land uses would be reduced to appropriate levels.

Source: City of Benicia General Plan, 1999 and LSA Associates, Inc. 2007.

Table IV.A-2: Relationship of Draft Specific Plan to Relevant Arsenal Historic Conservation Plan Policies

Chapter and Goal, Policy, or Guideline Number	Goal, Policy or Guideline Language	Draft Specific Plan Supporting Standards, Goals, Policies, or Actions
Chapter 6: Design Policies and Guidelines for Subdistricts		
Subdistrict 2: The Ridge/Officer's Row (portions of the Jefferson Ridge/Officers' Row Zone)		
Future Development 2	Retain significant tree plantings on private sites and along streets. Permit removal of large trees only if a property is unduly constrained from development by their retention, and they are replaced at a higher ratio elsewhere on site.	Draft Specific Plan Actions 1.1.4, 1.6.1, 1.6.2, 1.6.3, 1.6.4, 3.2.4, 3.2.9 and Goal 7 would protect and enhance existing mature street trees and landscaping. In addition, Mitigation Measure BIO-1 would ensure that removal of large trees within the Plan Area remains a less-than-significant impact.
Future Development 3	Maintain the general topography which defines this subarea as a ridge, especially the embankment north of Adams Street and the promontory land form of the Clocktower site.	Draft Specific Plan Action 1.2.1 would preserve the embankment north of Adams Street and the promontory land form of the Clocktower Site.
Future Development 4	Avoid development, grading or parking on steep slopes which would necessitate the use of tall retaining walls to create level building sites.	Draft Specific Plan Action 3.2.7 would minimize cuts and grading for sites south of Jefferson Street. Implementation of Goal 7 would preserve and enhance the natural setting and features of the hillsides and geological environment.
Future Development 5	Require landscaped setbacks from the street for buildings, parking and loading areas consistent with the pattern of historic buildings on Jefferson Street.	Draft Specific Plan Actions 1.6.1 and 1.6.5 require landscape setbacks to maintain the historical setting.
Future Development 6	Encourage joint development, especially of parking and circulation facilities, for adjoining properties.	Draft Specific Plan Action 1.1.2 encourages detailed placement criteria for buildings and structures adjacent to historic buildings and Action 3.1.8 encourages joint development of properties adjacent to historic structures with coordinated parking, circulation, and access where feasible.
Future Development 7	Encourage replacement, redesign or visual screening of the structure at the northwest corner of Jefferson and Park Streets.	The Draft Specific Plan does not specifically address the treatment of this structure.
Future Development 8	Enhance the unified identity of the subdistrict and its image as a former residential officer's enclave.	The intent of the Draft Specific Plan is to revitalize and reuse the structures within the historic district, in keeping with the historic context. The form-based code outlines provisions for development within the Jefferson Ridge/Officers' Row Zone which would enhance and unify the identity of the historic district. See also Action 4.4.2.
Site and Landscape Treatment 1	Locate parking lots to the side or rear of the buildings – wherever they will be least visible and obtrusive.	The form-based code contains parking standards for the Jefferson Ridge/Officers' Row zone. Generally, parking is to be designed to minimize visual intrusion, including in on-site underground facilities out of view or off-site. See also Actions 1.6.5, 3.1.8, and 3.2.8.
Site and Landscape Treatment 2	For sites south of Jefferson Street, permit vehicular access from Jefferson, not Adams Street, to minimize cuts and grading operations.	Draft Specific Plan Action 3.2.7 permits vehicular access from Jefferson, not Adams Street to minimize cuts and grading south of Jefferson Street.
Site and Landscape	Retaining walls should not exceed four feet in height for any one vertical wall segment and should allow for a minimum planting strip of three feet	Draft Specific Plan Action 4.2.2 would maintain the character of existing site improvements and support infrastructure such as retaining walls, timber

Chapter and Goal, Policy, or Guideline Number	Goal, Policy or Guideline Language	Draft Specific Plan Supporting Standards, Goals, Policies, or Actions
Treatment 3	above and below them.	guardrails, and street features that are appropriate to the scale and design of nearby buildings. Specific height limits and setback recommendations for retaining walls are not detailed in the Draft Specific Plan.
Site and Landscape Treatment 4	Provide residential type landscaping consisting of a front lawn with accent planting around the building.	Draft Specific Plan Actions 1.6.2 and 7.1.4 would preserve accent planting and expansive lawn areas.
Site and Landscape Treatment 5	Maintain existing street trees. Provide infill planting along the north side of Jefferson Street with the same species where trees are missing. Street trees along the south side should be chosen and planted so that the views will remain open.	Refer to Future Development 2, above. Actions 1.1.4 would introduce large street trees distinct from others with a consistent species and spacing along Jefferson Street.
Site and Landscape Treatment 6	Continue the pedestrian sidewalk on the north side of Jefferson Street where missing and secure public access easements over private street segments to allow for pedestrian access. Maintain the current linear alignment of the sidewalk and street trees, and provide a planting strip between the curb and sidewalk.	Draft Specific Plan Action 3.2.3 would continue the pedestrian sidewalk on the north side of Jefferson Street where missing and secure public access easements over private street segments. Action 3.2.4 would maintain the current linear alignment of the sidewalk and street trees on Jefferson Ridge and provide a planting strip between the curb and sidewalk.
Site and Landscape Treatment 7	Use dense tree planting to screen parking areas where appropriate, i.e., where views to historic buildings or water won't be obscured.	Parking lot screening is addressed in the form-based code. See also Actions 1.6.5 (minimize visual intrusion), 3.1.8 (shared parking), 3.1.9 (pedestrian connections between parking areas), and 3.2.8 (relocation of Clocktower parking).
Site and Landscape Treatment 8	Encourage limited night lighting of facades for historic buildings along the ridge top, for example of public buildings while in use, and up-lighting of mature trees to add drama and highlight the district's presence on the horizon.	Draft Specific Plan Actions 1.1.5, 4.3.1, 4.3.3, and 5.6.2 require limited night lighting compatible with historic structures. Limited up-lighting of mature trees would also be encouraged.
Site and Landscape Treatment 9	Require consistent treatment of the embankment on the north side of Adams Street – for example, a continuous low retaining wall of historically appropriate masonry material or poured concrete to resemble dressed stone, with a limited planting palette for the embankment above.	Draft Specific Plan Action 1.2.1 would preserve the historic context of the Jefferson Ridge/Officers' Row Zone and its image as a former residential officers' enclave, particularly the embankment north of Adams Street.
Site and Landscape Treatment 10	Provide area lighting for safety in parking areas. Use free standing light standards and fixtures of a style compatible with the historic architecture of the subdistrict.	Draft Specific Plan Action 4.3.3 requires sign types, lighting, and designs compatible with the historical features of buildings and that enhance the character of the district as whole.
Residential Buildings		
Building Design Policy 1	Siting and Setbacks. New residential development should maintain the pattern of building setbacks, spacing and siting of the adjoining historic residences and the neighborhood as a whole.	The form-based code details siting and setback requirements for residential development within the Plan Area. See also Goal 1, Policy 1.1 and Actions 1.1.1, 1.1.2, and 1.1.6.

Chapter and Goal, Policy, or Guideline Number	Goal, Policy or Guideline Language	Draft Specific Plan Supporting Standards, Goals, Policies, or Actions
Building Design Policy 2	Scale, Form and Massing. Encourage building forms which are similar in scale, form and massing to neighboring single family residential structures, particularly those of historic merit.	The form-based code details scale, form, and massing guidelines for development within the Plan Area. See also Goal 1, Policy 1.1, and Actions 1.1.1, 1.1.2, and 1.1.6.
Building Design Policy 3	Architectural Style and Color. Discourage designs which call undue attention to themselves in favor of those which reflect the architectural qualities that tie the buildings of the district together.	The Architectural Standards of the form-based code detail the architectural styles, materials, and colors that are to be used within the Plan Area. These are referred to as Ridge Building types. See also Historic Preservation Goal 4 and Policies 4.2, 4.3, and 4.4 and Actions 4.21, 4.2.2, 4.4.1, 4.4.2, and 4.4.3.
Building Design Policy 4	Accessory Buildings. Accessory buildings such as garages, storage sheds, studios or workshops should be compatible with the main structure and detailed in accordance with the structure's visual prominence and function.	The form-based code details building standards for all structures within the Plan Area.
Building Design Policy 5	Materials and Color. Encourage the use of materials commonly used for the construction and finishing of historic buildings in the district and colors which complement those materials and styles.	The Architectural Standards of the form-based code detail the architectural styles, materials, and colors that are to be used within the Plan Area.
Site Improvements Policy 1	Planting and Paving Materials. Encourage landscape treatments which are appropriate to a residential neighborhood and enhance the character and unity of the historic district.	Architectural and Open Space Standards in the form-based code detail appropriate planting and paving materials. See also Actions 1.6.1, 1.6.2, 1.6.3, 1.6.4, and 1.6.4.
Site Improvements Policy 2	Lighting. Encourage the use of residentially scaled light fixtures to supplement street lighting and to highlight and complement the historic architectural features of residences.	The Architectural Standards in the form-based code detail lighting standards appropriate for historic structures. See also Actions 4.3.1 and 4.3.3.
Site Improvements Policy 3	Fences, Walls, Site Features. Use fences and walls in traditional designs and applications to set off residential buildings and define, but not obscure, their street-front garden areas.	The Architectural Standards in the form-based code detail site improvement standards. See also Actions 4.3.2 and Action 4.4.2.
Signage Policy 1	Signage Types. Encourage sign types and designs which are compatible with the residential features of the building and which will enhance the character of the district as a whole.	Draft Specific Plan Action 1.1.11 would update the City's existing Sign Ordinance or develop a new sign ordinance for the Arsenal Historic District that reflects the historic character of the Plan Area and that is appropriate for the mix of businesses. See also Actions 1.1.5, and 4.3.3.
Signage Policy 2	Signage Materials and Illumination. Use materials and methods of illumination for signs which are compatible with the style and design of the building and historic character of the district.	Refer to Signage Policy 1, above. Actions 1.1.5 and 4.3.3 would ensure that signage illumination is compatible with the style and design of buildings and the historic character of the district.
<i>Commercial Buildings</i>		
Building Design Policy 1	Siting and Setbacks. Site relationships should respect the prevailing patterns along streets and take into account major view corridors.	The form-based code details siting and setback requirements for development within the Plan Area. See also Goal 1, Policy 1.1, and Actions 1.1.1, 1.1.2, and 1.1.6.

Chapter and Goal, Policy, or Guideline Number	Goal, Policy or Guideline Language	Draft Specific Plan Supporting Standards, Goals, Policies, or Actions
Building Design Policy 2	Architectural Form. Encourage architectural forms which recall those of the adjoining historic structures, particularly where residential building types are close by.	The form-based code details scale, form, and massing guidelines for development within the Plan Area. For commercial building, these are referred to as Lower Arsenal Mixed-Use and Industrial building types. See also Goal 1, Policy 1.1, and Actions 1.1.1, 1.1.2, and 1.1.6.
Building Design Policy 3	Architectural Character. Commercial and/or institutional buildings should reflect the character and scale of nearby historic buildings, especially where residential buildings are in close proximity.	The Architectural Standards of the form-based code detail architectural styles, materials, and colors that are to be used within the Plan Area. See also Historic Preservation Goal 4 and Policies 4.2, 4.3, and 4.4 and Actions 4.2.1., 4.2.2, 4.4.1, 4.4.2, and 4.4.3.
Building Design Policy 4	Principal Materials and Finishes. Use materials for the principal wall surface of the building facade which have durable, high quality finish and are compatible with those found on the historic buildings within the commercial districts of the Arsenal today.	The Architectural Standards of the form-based code detail the architectural styles, materials, and colors that are to be used within the Plan Area.
Building Design Policy 5	Accent Materials and Finishes. Secondary or accent facade materials should be compatible with principal facade materials and with those traditionally used on historic Arsenal buildings.	The Architectural Standards of the form-based code detail the architectural styles, materials, and colors that are to be used within the Plan Area.
Building Design Policy 6	Colors and Finishes. Colors and finishes should be appropriate to the nature of the material, the historic character of the district, and the style of building.	The Architectural Standards of the form-based code detail the architectural styles, materials, and colors that are to be used within the Plan Area.
Signage Policy 1	Signage Types. Encourage sign types and designs which are compatible with the scale and elements of the buildings and which will enhance the character of the district as a whole.	Refer to Signage Policy 1 and 2, for residential structures, above.
Signage Policy 2	Signage Materials and Illumination. Use materials and methods of illumination for signs which are compatible with the style and design of the building and historic character of the district.	Refer to Signage Policy 1 and 2, for residential structures, above.
Parking and Site Improvements Policy 1	Design of Parking and Service Areas. Design and locate site improvements for parking and service areas so that they do not detract from adjacent uses or historic structures, particularly residential ones, or from the historic character of the district.	The form-based code details the appropriate design for parking and service areas. See also Actions 1.6.5, 3.1.8, 3.1.9, and 3.2.8.
Parking and Site Improvements Policy 2	Landscaping. Promote a unified design concept in district subareas through the appropriate selection of plant material and the maintenance of mature landscaping.	The Architectural and Open Space Standards of the form-based code detail appropriate landscaping guidelines. See also Actions 1.6.1, 1.6.2, 1.6.3, 1.6.4, 1.6.5, 3.1.8, 3.1.9, 3.2.4, and 3.2.8.
Parking and Site Improvements Policy 3	Fences, Walls and Pedestrian Paths. Retain the sense of visual openness and promote pedestrian circulation within and between subdistricts by the judicious use of walls and fences and placement of pedestrian paths.	The Architectural and Open Space Standards of the form-based code detail appropriate locations for pedestrian paths.
Subdistrict 3: The Plateau/Headquarters (Adams Street Zone and Grant Street Zone)		
Future Development 2	Require a uniform landscaped front setback along Adams Street, consistent with recent infill development.	Actions 1.6.1 and 1.6.5 require a consistent planting palette for setbacks. Adams Street setbacks are not specifically addressed.

Chapter and Goal, Policy, or Guideline Number	Goal, Policy or Guideline Language	Draft Specific Plan Supporting Standards, Goals, Policies, or Actions
Future Development 3	Require setbacks from all street frontages at the site bounded by Adams Street, Park Road South and Polk Street if new development occurs so that current development patterns and site topography are maintained. Do not allow vehicular access to this site from Park Road South.	The form-based code details appropriate setback requirements within the Adams Street and Grant Street Zones.
Future Development 4	Setbacks along Grant and Polk Streets may be waived due to site and topographic constraints.	The form-based code details appropriate setback requirements within the Adams Street and Grant Street Zones.
Future Development 5	Allow exceptions to minimum lot sizes where necessary to preserve historic buildings intact - i.e., without additions necessitated by the cost of surplus land on the parcel -as long as the integrity or important views of the historic structure will not be compromised by the new development that results.	The form-based code details appropriate lot sizes for the Adams Street and Grant Street zones.
Future Development 6	Encourage joint development of adjacent properties with coordinated parking, circulation and access where feasible.	The form-based code details parking and circulation requirements, including opportunities for shared parking. See also Actions 1.1.2 and 3.1.8
Future Development 7	Require an overall development concept plan where adjacent properties are in joint ownership prior to substantial construction or subdivision.	The form-based code details the overall development concept for the Plan Area. See also Actions 1.1.2 and 3.1.8
Future Development 8	Promote the development of a distinct identity for this subdistrict either alone or together with others in the lowerArsenal. Encourage public awareness of this part of the district and simplify access and directional signage where possible.	The intent of the form-based code is to provide specific development standards for each zone within the Plan Area, allowing for a distinct identity of each. See also Land Use Policy 1.3 and 1.4 and Actions 1.3.1 through 1.4.8.
Future Development 9	Consider installing four-way stop signs at the intersection of Grant and Polk Streets and Park Road South to allow motorists sufficient time to read directional signs.	Draft Specific Plan Action 3.4.6 considers installing four-way stop signs at the intersection of Grant and Polk Streets and Park Road South to allow motorists sufficient time to read directional signs. In addition, a roundabout would be installed at the intersection of Military East/Adams Street/Grant Street.
Future Development 10	Consider nominating the former headquarters Building (No. 92) for listing on the National Register of Historic Places.	Actions 4.1.1 and 4.6.2 would protect historic structures within the Plan Area. Structures that have not yet been evaluated would be required to undergo evaluation prior to issuance of a demolition permit.
Site and Landscape Treatment 1	For structures fronting along the south side of Adams Street, locate parking adjacent to the street, behind small landscaped setbacks but in front of the buildings.	The form-based code details parking siting standards for structures along Adams Street. See also Actions 1.6.5 and 3.1.8.
Site and Landscape Treatment 2	Elsewhere, locate parking adjacent to or behind buildings.	The form-based code details parking siting requirements. See also Actions 1.6.5 and 3.1.8.
Site and Landscape Treatment 3	Develop a consistent planting palette for setback areas and street trees, particularly along Adams Street and require new development to install planting which conforms.	Draft Specific Plan Action 1.6.1 requires a consistent planting palette for setback and street trees and requires new development to install planting which conforms to existing plant ornamentation. Action 1.6.5 requires landscape setbacks to maintain the historical setting.

Chapter and Goal, Policy, or Guideline Number	Goal, Policy or Guideline Language	Draft Specific Plan Supporting Standards, Goals, Policies, or Actions
Site and Landscape Treatment 4	This use of freestanding directory signs for multi-tenant buildings is strongly encouraged especially where buildings are set well back front the street.	Refer to Signage Policy 1 and 2, for residential structures, above.
Site and Landscape Treatment 5	Provide pedestrian connections between adjacent parking areas and discourage the use of fences to separate them.	Draft Specific Plan Action 3.1.9 would specifically provide pedestrian connections between adjacent parking areas and discourage the use of fences to separate them. See also Goal 3 and Actions 3.1.1, 3.1.4, 3.1.6, 3.2.5, and 3.2.6.
Site and Landscape Treatment 6	Where retaining walls are required, use stone or textured concrete blocks, not cinder block or poured concrete, unless it is scored and textured to resemble dressed stone.	Draft Specific Plan Action 4.2.2 would maintain the character of existing improvements and support infrastructures such as retaining walls, and use appropriate replacements where necessary.
Site and Landscape Treatment 7	Provide area lighting for safety in parking areas. Building mounted downlights or freestanding light standards up to 20 feet in height may be used. Avoid ornate period style fixtures, which are more appropriate to residential buildings, in favor of simpler classic styles.	Draft Specific Plan Action 4.3.3 requires lighting to be compatible with the historic features of buildings.
Subdistrict 4: The Flats/Waterfront (South of Grant Street Zone)		
Future Development 2	Allow uses which are compatible with and promote adaptive reuse of historic structures, even if not permitted under industrial zoning, through the use of PD zoning or by granting exceptions to land use regulations as permitted under the H Historic Overlay District, as long as safety concerns are satisfied.	Implementation of the Draft Specific Plan and form-based code would supersede the City's Zoning Ordinance for the Plan Area. See also Actions 1.1.2, 1.2.8, 1.3.4, Policy 4.5, Actions 4.5.1, 4.5.2, and 4.5.3.
Future Development 3	Require the removal of inappropriate additions to historic buildings over time.	The Draft Specific Plan does not specifically address the removal of existing additions to historic buildings, although all modifications to historic buildings would be required to be in accordance with the Secretary of the Interior's Standards.
Future Development 4	Locate new buildings/additions with orientations similar to those of other buildings (i.e., parallel or perpendicular to the street).	The form-based code details building siting and orientation requirements to ensure that new construction is compatibly oriented with historic buildings.
Future Development 5	Require submittal and approval of future development plans prior to considering permits for substantial grading, new roadways or demolition of historic buildings.	The form-based code is intended to protect the integrity of historic buildings within the district and provides requirements for actions that would affect these structures.
Future Development 6	Promote the development of a distinct identity for the subdistrict either alone or as part of the lower Arsenal to encourage public awareness of this area and to simplify access and directional signage.	The intent of the form-based code is to provide specific development standards for each zone within the Plan Area, allowing each zone to have a distinct identity. See also Policy 5 and Actions 1.5.1, 1.5.2, 1.5.3, and 1.5.4.
Building Design Policy 1	For new construction use form and massing similar to existing buildings – simple rectangular blocks with consistent pattern of window and door openings.	The form-based code details standards for form and massing similar to existing structures (see Lower Arsenal Mixed-Use and Industrial building types). See also Goal 1, Policy 1.1, and Actions 1.1.1, 1.1.2, and 1.1.6.
Building Design Policy 2	Roof forms should be industrial: flat or simple gables, with or without projecting light monitors.	The Architectural Standards in the form-based code detail standards for roof forms (see Lower Arsenal Mixed-Use and Industrial building types).

Chapter and Goal, Policy, or Guideline Number	Goal, Policy or Guideline Language	Draft Specific Plan Supporting Standards, Goals, Policies, or Actions
Building Design Policy 3	Building materials should convey a sense of mass and permanence. Avoid those with a flimsy or lightweight appearance, such as standard corrugated metal or wood. Where stucco is used, ensure that building corners and bases are well protected from potential truck traffic, either through the use of stronger materials or corner guards.	The Architectural Standards in the form-based code detail standards for building materials used within this zone (see Lower Arsenal Mixed-Use and Industrial building types).
Building Design Policy 4	Use minimal ornamentation on buildings, of an appropriate scale for the structure.	The Architectural Standards in the form-based code detail standards for building ornamentation used within this zone (see Lower Arsenal Mixed-Use and Industrial building types).
Building Design Policy 5	Include scale-giving elements - well proportioned window and door openings, a clear pedestrian entry, simple belt courses or structural bays expressed on the exterior of the building.	The Architectural Standards in the form-based code detail standards for the scale of buildings within this zone (see Lower Arsenal Mixed-Use and Industrial building types). See also Action 4.4.3.
Building Design Policy 6	For roofing materials (where visible), use composition shingles, or seamed but not corrugated, metal.	The Architectural Standards in the form-based code detail standards for roofing materials used within this zone (see Lower Arsenal Mixed-Use and Industrial building types).
Building Design Policy 7	Retain existing openings, window sash and other original elements or materials in historic buildings.	The Architectural Standards in the form-based code detail standards for the preservation of original elements.
Building Design Policy 8	Allow raised docks and loading areas to be visible, rather than screened, if they form a major element of the building's composition. Small service areas and loading docks, however, should be screened.	Draft Specific Plan Action 1.5.1 would retain the industrial-style buildings that facilitate loading and unloading of materials. The Draft Specific Plan does not call for screening of these areas.
Building Design Policy 9	Signage should be mounted on the building wall, not freestanding, unless approved as part of a planned development. Allowable sign areas shall be permitted under Title 18.	Refer to Signage Policy 1 and 2, for residential structures, above.
Building Design Policy 10	Building addresses should be highly visible, and may be part of an overall graphic design integrated into the paint and design scheme for the facades.	Refer to Signage Policy 1 and 2, for residential structures, above.
Site and Landscape Treatment 1	Parking and loading areas should be clearly marked with striping.	The Draft Specific Plan does not specifically address marking of parking and loading areas.
Site and Landscape Treatment 2	Locate parking where access is clear, safe and visible.	Draft Specific Plan Actions 1.6.5, 3.1.8, 3.1.9, and 3.5.2 address parking areas. The Draft Specific Plan does not specifically address parking area access.
Site and Landscape Treatment 4	Provide area lighting for safety, especially where parking areas abut buildings, using building mounted down lights to reduce glare. Use freestanding light standards of a simple utilitarian design only for large parking areas as required for safety. Avoid ornate period style light fixtures in favor of basic designs appropriate to an industrial area.	Draft Specific Plan Action 4.3.3 would require lighting to be compatible with historical features and enhance the character of the district as whole, including visual illumination standards that mitigate visual disturbance.

Chapter and Goal, Policy, or Guideline Number	Goal, Policy or Guideline Language	Draft Specific Plan Supporting Standards, Goals, Policies, or Actions
Site and Landscape Treatment 5	Where security fencing is required, open wire fences are preferred to maintain views out to waterfront. Chainlink fencing is acceptable except on street frontages where black coated wire is required.	The Architectural Standards in the form-based code detail fencing requirements. See also Actions 4.3.2 and 4.4.2.
Site and Landscape Treatment 6	The design of site improvements, such as guard rails, overpasses and the like should be simple in keeping with the industrial character of the area. The use of heavy timber and concrete is encouraged. Older bridges, abutments and rails should be maintained with their original design and materials.	Actions 4.2.2 and 4.4.2 would maintain the character of existing site improvements and support infrastructure.

Source: Arsenal Historic Conservation Plan, 1993 and LSA Associates, Inc. 2007.

